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ABSTRACT

Presented in this document are brief reports on different aspects of educational finance, elementary and secondary education programs, advances made in higher and professional education, services in cultural education, and changing needs in vocational rehabilitation. An overview of Federal aid to education, the economic impact of education, adult learning services, a statistical profile, and significant 1978 educational legislation is provided. Programs in elementary and secondary education reported on include the New York City Project, Elementary Secondary Education Act funding, racial integration, programs for gifted and talented students, education of the handicapped, migrant programs, and multicultural education. Advances in higher and professional education reported on include services for nontraditional students, professional licensing and conduct, aid to independent colleges, equal access programs, aid to students, and assuring educational quality. Services in cultural education referred to include science, library and museum services. (EB)

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ANNUAL REPORT, 1977-78

New York State Education Department

INSIDE EDUCATION, November 1978

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The University of the State of New York

THE STATE EDUCATION DEPARTMENT

Gordon M. Ambach, *Commissioner of Education*
Arnold M. Bloom, *Director, Office of Public Information*
Chris Carpenter, *Assistant Director, Office of Public Information*

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Cooperation, Confidence and Strength

by Gordon M. Ambach
Commissioner of Education

A set of working priorities for the 1977–78 school year guided the major activities of the Education Department and the Regents during the past year.

In a series of ten regional conferences conducted across the State, we met with more than 3,500 educators in order to explain our priorities and seek cooperation among all segments of The University of the State of New York in accomplishing those objectives.

At the same time, we have built a closer relationship with the Legislature, the Governor's office, the educational institutions and constituencies throughout the State. This has resulted in strengthening the platform from which we may take even stronger leadership in the year ahead.

As I reflect on the results of the Regents and Department work in the past year, I am extremely pleased both with the substantive results and with the support the Regents have received from the constituencies and governmental leaders. This is particularly important because so much of our success lies in persuading and helping others to make the correct educational decisions. We must have their confidence to assure that resources are committed effectively.

Highlights of major actions on each of the working priorities follow:

I. Improving Educational Performance in the Major Urban Areas

The principal accomplishments of the Regents New York City project have been to engage the major constituencies within the City in a concerted long-term planning process.

In addition, special efforts of Department review and technical assistance have been made in Buffalo with respect to financial problems and in Rochester with respect to advice on the school management structure. Extensive Department efforts were also made to provide a legislative response to the decisions in the Lackawanna-Geneva-Rochester decision cases impacting the tax-limit city school systems.

II. Setting Standards for Instruction in Student Performance in Elementary and Secondary Education

The major task under this priority was to connect several Regent and Department efforts: Preparation of a proposal for State aid to the public schools for 1978; response to the Regents charge to relate State aid t

academic standards; implementation of the study of curriculum mandates; review of the competency examination program; and development of new reading comprehension test strategies. New test techniques will enable the Regents to set standards with much greater precision and to relate the tests to the curriculum.

III. Racial Integration

Substantial progress has been made in the implementation of desegregation plans for the city school districts of Buffalo and Syracuse. The Rockville Centre school district has prepared for implementation of a major desegregation plan this fall. The Regents and Department will continue to press for State funds to assist with desegregation plans.

IV. Governance of Higher Education in New York State

A special effort to join the resources of the Association of Colleges and Universities of the State of New York (ACUSNY) and the Regents on preparation and presentation of a unified State position on Federal legislation in higher education is underway. Department initiative has sparked a solid effort to unite the public and independent sectors in a common focus on Washington.

V. Assuring Competent Performance in the Professions

Activities have focused on enforcement of the Regents rules for unprofessional conduct established in July 1977. Extensive public service announcements have been made and materials have been distributed through schools, hospitals, libraries, consumer agencies and other organizations. Increased Department staff and revised procedures have made processing of complaints more effective and timely.

VI. Strengthening State Library Services as Part of the New York Educational System

The State Library's long-anticipated move to the Cultural Education Center was completed. Collections, staff and operations have been reorganized for easier and more efficient use by on-site users and by others through the New York State Interlibrary Loan (NYSILL) Network. Services to legislative and executive offices have been improved with the assistance of a Legislative Services Advisory Group, extension of carrier services for the delivery of materials to the Legislative Office Building and Capitol, an expanded bibliographic program, and arrangements for orientation to the new State Library.

VII. Education for Vocations

Department activities centered on assisting prime sponsors and educational institutions in implementation of the Federal Youth Employment Act (YEA) and Comprehensive Employment and Training Act (CETA) to assure that more funds are guided into educational programs and that participants receive full educational or academic credit for their training efforts.

We have strengthened formal and informal working relationships, particularly on implementation of Federal funding, with State and Federal government agencies as well as with representatives of business and industry. Through the State Occupational Information Coordinating Committee (SOICC) work has started on an improved system for projecting labor market needs. The Department has also advanced efforts to "articulate" secondary and postsecondary occupational education programs at both the State and local level.

VIII. Services for the Disabled

We have strengthened administrative capacity for implementation of Chapter 853 and of P.L. 94–142, particularly through the establishment of regional offices for technical assistance and monitoring. More stringent supervision procedures have been put in place for both nonpublic and public schools. Plans have been set for Department supervision of education programs now offered by the Division for Youth, the Department of Mental Hygiene and the Department of Social Services. Phase I of a major reorganization plan for the Office of Vocational Rehabilitation was undertaken and a new Commissioner's Advisory Council on OVR has been established and will assist in developing State plans, the reorganization of OVR and preparing new rules and regulations for this service.

IX. Education and Health Policy

A major advance during the past year has been State interagency cooperation in designing a demonstration project to improve health education and services through school systems. The project will be funded by the Robert Woods Johnson Foundation and will stress the use of nurse practitioners in health service. This project provides a major breakthrough in the use of nurse practitioners in New York. Also underway is an effort toward moving Social Security Act Title XX funds into the school systems to support health services for eligible children.

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OVERVIEW

Federal Aid to Education

Federal aid to education in New York State is continuing to play an increasingly important role, funding a wide variety of programs and services for students with special needs. The State Education Department's Office for Federal Legislation has worked closely with New York State's congressional delegation and Federal agencies in the past year to maintain and secure new programs of benefit to students in New York State. From 1977 to 1978, Federal aid to education in New York State increased over $100 million. Future increases are expected to result from a number of bills considered by Congress this year, including:

- **The Elementary and Secondary Education Amendments of 1978** reauthorize, through fiscal year 1983, a wide variety of elementary, secondary and adult education programs. Major components to be continued include compensatory education programs for the economically deprived, bilingual education, support for State education agencies and innovative programming on the local level, libraries and learning resources, programs for reading and mathematics improvement, impact aid (including increased funding authorization for low-rent public housing children), adult education, women's educational equity, emergency school aid, and Indian education. New or greater emphasis is proposed for basic skills improvement, gifted and talented students, special projects in the biomedical sciences, youth employment programs, community schools, and early childhood and family education programs. Finally, two major new programs of great importance to New York are included under ESEA, Title I — a concentration of funds in urban and rural areas with large numbers of poverty children and an incentive program to states having a state-funded compensatory education program.
- **The Comprehensive Employment and Training Act Amendments of 1978** reauthorize Federal programs providing training, employment, and other services leading to unsubsidized employment for economically disadvantaged, unemployed and underemployed persons. The proposed act would place greater emphasis on services for the structurally unemployment due to lack of skills, and those unemployed due to cyclical changes in the economy.
- **The Comprehensive Rehabilitation Services Act of 1978** reauthorizes Federal assistance to occupational and vocational training programs for the physically and mentally disabled, and for facilities and services for the developmentally disabled.

Economic Impact of Education

The slowdown in economic growth experienced by New York State in the 1970's makes it increasingly important to help people understand the close connection between education and the economy.

There are many people who consider educational expenditures a drag on the economy. The contrary view is that education contributes to the economy in many ways, that it has a far more positive impact on the fiscal health of the State than is generally known, and that a strong economy depends on strong support from the education system.

Economists like Edward Denison and Howard Bowen recently have published studies showing that education is a definite plus in national economic growth and that it also leads to highly beneficial changes in individuals and society as a whole.

Moreover, education will become even more important in the years ahead in what sociologist Daniel Bell characterizes as our "post-industrial society"—a society in which the production, codification and dissemination of knowledge will be the principal determinants of economic advancement.

Various connections between education and the economy have been noted:

- Education and training prepare directly for employment. The State Labor Department has made occupational projections through 1985 which show that most job openings in New York will occur in fields that require well-educated people.
- Research in higher education institutions helps to develop products or promote productivity.
- Business and industry often locate near educational institutions because their employees are interested in activities at these institutions or because of the availability of faculty members to consult and assist in company projects. Also, proximity of educational institutions may help business and industry in their recruitment of students.
- People who make decisions about the location of business and industry are interested in the quality of elementary and secondary schools. The attractiveness of a business location is often hinged on whether management personnel will find good schools for their children.
- Expenditures by educational institutions form a major part of the economy where they are located. Education itself is a service industry. In New York State, it generates hundreds of millions of dollars of income and many thousands of jobs, not just jobs in the educational institutions but in other sectors of the economy as well.
- A great deal of education takes place through courses sponsored by business, industry, labor unions and government, and people who participate in these programs often receive academic credit for what they have learned.

In view of these and other connections, a major activity of the Regents and Department is to assist educational institutions in providing information throughout the State on the importance of education to the economy and to develop ways in which educational institutions can further strengthen New York's economy. Emphasis will be on the educational assets of New York with respect to national and international competition for industry, business and commerce.

Adult Learning Services

During 1977–78 the State Education Department took significant steps to enhance its services to adult learners. Commissioner Ambach set the tone for these efforts when, in his October inaugural address, he said: "Our University of the State of New York is uniquely constituted to be a major educational force at the different stages of learning, comprehending as it does both formal and informal educational and cultural institutions that now serve all ages through many forms of learning.

"A focus on the meaning of education to adults may seem too narrow, but I contend this focus can strengthen all levels of education. Our children take their cues from us on what is valued. We are models for young learners, not in our rhetoric but in our actions. They will consider education important if we do ourselves."

To provide better coordination and planning for adult learning services, the Commissioner appointed a committee composed of representatives of the 17 SED units that provide services to adults. The committee identified over 40 programs administered by these units, and a report describing these programs was prepared. An indication of the way in which services to adults are intermingled with other Department programs is included in many sections of this report.

The committee also worked on developing a plan for Education Information Centers that will be designed to assure that effective educational information and counseling services are available to adults everywhere in the State. The network of centers will build upon exisiting services in the State and on programs already developed by the State Library, Higher Education, and others.

To provide advice from the field on adult services, Commissioner Ambach appointed an advisory council with membership representing independent and public schools and colleges, museums, libraries, business, labor, administrators, teachers, counselors, and students.

Statistical Profile 1978-79

DEC-15-1978

Elementary and Secondary Schools (Fall Enrollment)	
Public School Districts (K-12)	3,189,781
Boards of Cooperative Educational Services (BOCES)	22,068
Nonpublic Schools (K-12)	588,258
Total (K-12)	3,800,107
Elementary and Secondary Schools (Total Professional Staff)	
Public School Districts	196,546
BOCES	6,592
Nonpublic	42,163
Total	245,301
Elementary and Secondary Schools and Districts (Fall)	
Public School Districts	743
Public Schools	4,321
BOCES	44
Nonpublic Schools	1,940
High School Graduates*	
Public	213,010
Nonpublic	31,910
Total	244,920
Public Elementary and Secondary School Expenditures*	
Total Expenditures	$8,216,800,000
Approved Operating Expenditures**	$6,385,328,000
Public Elementary and Secondary School Expenditures, Per Pupil in Weighted Average Daily Attendance (WADA)*	
Total Expenditures	$2,604
Approved Operating Expenditures	$2,023
State Funds for Public Elementary and Secondary Schools*	
Amount	$3,153,000,000
Per Pupil in WADA	$999
Percent of Total Expenditures	38.4
Adult Education Programs in Public School Districts*	
Number of Districts	500
Enrollments	950,000
College and University (Full-time Degree Credit Enrollment)†	
Public	347,775
Independent	243,285
Proprietary	15,149
Total	606,209
Value of Regents Scholarship and Fellowship and Tuition Assistance Program (TAP) Awards*	$242,700,000
Value of State-Guaranteed Loans for College Study	$361,912,189

* Estimated.

** Approved operating expenditures are those for the day-to-day operation of the schools. Not included are expenses for building construction, transportation of students, expenditures for BOCES services, tuition payments to other districts, and expenses for programs which do not conform to law or regulation.

† Preliminary figures.

Significant 1978 Legislation

Many of the bills enacted by the Legislature in its 1978 session have a direct impact on components of The University of the State of New York

Several bills resulted in increased financial support to students and school districts, notably, in the area of higher education, the State's Tuition Assistance Program and the Parent and Student Saving Plan.

The Tuition Assistance Program (TAP) legislation increased the maximum TAP award from $1,500 to $1,800 for current freshmen and all subsequent classes. Also, beginning this year, the threshold for maximum TAP for all undergraduates rose from $2,000 to $2,750 net taxable income. The minimum TAP award rose to $200, rather than $100.

The PASS Plan, developed by the Governor and the Regents and subsequently approved by the Legislature, provides a parental tax deduction of up to $750 a year, with a maximum of $7,500 per child. Savings are to be placed in a qualified higher education fund with children liable for taxes on the savings after they leave college.

In support of public elementary and secondary education, the Legislature enacted a two-tier aid ratio formula that moved toward the goal of equalizing per pupil expenditures. The net increase in aid to school districts was approximately $230 million.

With the passage of the State's 1978–79 budget, the Legislature appropriated $24 million to underwrite the cost of educating severely handicapped youngsters. As of this writing, each House of the Legislature passed a different "excess cost" bill. Negotiations are continuing in hopes of developing one bill and one formula on which both houses can agree.

As a result of the Court of Appeals decision in the Bethlehem Steel Corporation vs. the Lackawanna City School District case (the "Hurd II Decision"), special equalization ratios were developed to compute tax and debt limits for cities of 125,000 or more and of small city school districts. A sum of $52 million was also made available for loans to meet current budget needs of the cities affected. Jurisdictions making such loans are allowed to repay over a four-year period.

The Legislature repealed a law that made a public school district responsible for transportation of pupils to the nearest available parochial school of the pupil's denomination.

Legislation extending the definition of pupils with handicapping conditions to include autistic children provided increased State aid to city school districts. Another bill authorized the State Education Department to expend not less than $1,500 per client per year for purposes of providing sheltered employment opportunities for severely handicapped persons.

In an attempt to end the confusion that had existed for years over the use of chief school administrator titles in certain kinds of school districts, the law authorized all chief school administrators to refer to themselves as superintendents of schools.

With respect to the general health of school-age children, the Legislature enacted a bill which allows the Commissioner of Education, with the consent of the State Commissioners of Health and Social Services, to authorize local school districts to conduct projects for improving the health of youngsters through the services of registered professional nurses or other licensed health practitioners. Still another bill calls for the examination of all pupils between the ages of 11 and 16 for scoliosis at least once in each school year.

Several bills designed to modify provisions of the State's so-called "Taylor Law" were introduced at the 1978 Legislative Session, the most significant being repeal of one year's probation imposed on strikers. Provisions of the same bill terminated the probationary term currently being served by any public employee because of participation in a past strike.

In the cultural education area, the Legislature established a New York State Summer School of the Arts, under the jurisdiction of the State Education Department, to provide talented high school and college students with opportunities to receive advanced training.

With regard to the professions, several bills affecting consumers and practitioners were signed into law. Among these were three bills providing for more efficient investigation, resolution, and disposition of professional licensure and disciplinary cases and five bills relating to the practice of medicine, nursing, social work, occupational therapy, speech pathology and audiology.

At an Extraordinary Session on September 27, the Legislature enacted a Supplemental Budget which included many appropriations having a direct bearing upon education.

Notable items are: $100,000 to underwrite a State Task Force on Equalizing Educational Opportunity; $248,000 for the continuation of the Regents Basic Competency Testing Program; $1 million to develop and implement educational. family planning and other pre- and postnatal supportive services to assist teenagers who become pregnant; $167,000 for programs for gifted and talented students, $300,000 additional aid for specialized libraries; $3.7 million additional support of public library systems; $138,000 for two rural education projects focusing on the educational disadvantaged; $100,000 to support a system of regional services boards among public and independent institutions of higher education; $50,000 for a first year planning and pilot study of a multidistrict cooperative school library system; and $75,000 for a State Task Force to study the feasibility of establishing two multigenerational campus centers in the Syracuse University and Brooklyn College areas.

A Comprehensive Instructional Management System

The Comprehensive Instructional Management System (CIMS) has been developed to assist school districts in improving the management of instructional programs. This experimental project has been implemented in the mathematics program in all schools in New York City Community School District 18. During 1978–79, the Oneida-Madison-Herkimer BOCES will be conducting a planning project to determine if the processes which led to the development of CIMS in District 18 can be successfully replicated in a multidistrict BOCES setting.

In District 18, a comprehensive coordinated math curriculum was developed by teachers in the district. This curriculum identifies each skill that a child in the district should learn from the time he or she enters the educational program at the earliest grade level until leaving for high school. Separate manuals have been provided to each teacher in the district, identifying those skills at a particular grade level being taught. Separate tests have been developed to periodically assess the sequential progress of students as they move through the curriculum.

In addition, a computer support system was developed to keep track of each student's progress in the math program. District 18 is a large urban district with more than 13,000 students. It has several school buildings with more than 1,000 children in a single building. Given the size of the schools and the district, a computerized information system was considered essential if administrators and teachers were to receive accurate and timely information on the progress of individual students, classrooms, school buildings and for the district as a whole.

The computer support system is capable of generating periodic progress reports which encourage the development of more effective management of the instructional program, both within the classroom and at the school building level. Teachers can readily identify which students have mastered the instructional objectives, and can make adjustments based upon such information. Principals can use the information on student achievement to identify in a timely fashion those situations where they can best exercise the role of instructional leadership by making decisions based upon the identified needs of students.

Performance Indicators in Education

The improvement of student performance, especially in reading and mathematics, continues to be an important goal of the State Education Department. Annual scores of all pupils in grades three and six through the Statewide Pupil Evaluation Program (PEP) testing provides benchmarks for achievement at the local, regional, and statewide levels. However, interpretation of scores without consideration of other factors can be misleading and unfair.

The scores students achieve on tests are the results of many influences, only one of which is the school program of instruction. Students' living conditions, as reflected by socioeconomic data, can influence their achievement. By taking into account a number of socioeconomic factors, the Performance Indicators in Education (PIE) project has attempted to provide a more realistic picture of the impact of the school on achievement.

Since 1970, predicted ranges have been calculated for each school district using U.S. census statistics and data collected by the Department's Information Center on Education. Reports have been prepared for each building within a district since 1976. The relative effectiveness of building staff is determined by comparing its actual mean score against the predicted range of scores. It should be emphasized that predicted achievement is not necessarily good performance.

On the other hand, it does not seem realistic to expect that districts with relatively poor living conditions are generally going to perform as well as districts with children with extensive material advantages. There seems to be an assumption, however, that all districts with low predicted scores merely meet that low "expectation."

This often is not the case. Schools with poor surrounding conditions can and do perform much better than predicted, clearly demonstrating that such schools can be very effective. Identification of effective practices in these schools, or of non-effective practices in less successful schools, has great potential for the improvement of education, the transfer of success, and the replacement of poor practice with effective ones.

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ELEMENTARY & SECONDARY EDUCATION

New York City Project

The purpose of the Regents New York City Project is to develop feasible plans of action to improve the performance of students in the City's schools. In September 1977, under the joint sponsorship of the Board of Regents and the Board of Education of the City of New York, a Regents Advisory Council was established. The council consists of representatives of more than 40 organizations that are involved in or affected by the City's educational system. These organizations are working together to establish agreement on how improvement in pupil performance can best be achieved within existing resources.

The current focus of the project is the schools' instructional program—how changes in school building and classroom activities can positively effect student performance. Through exchange and analysis of information, and by fully involving all participants in formulating recommendations, the Regents hope not only to develop plans of action to improve delivery of service, but also to secure the commitment of all participating organizations to work for the implementation of these plans in the schools. The Regents role in this long-term effort is to assist these organizations to find effective solutions that will raise performance in the schools.

In January 1978, three working groups of council members were formed to define the scope and direction of the council's efforts. Their approach has been empirical, and oriented initially toward establishing specific, shared understanding of current conditions in the schools. Each group is considering a different facet of the school environment, and each is attempting to identify major factors that can affect pupil performance significantly.

Degrees of Reading Power Exam

The Degrees of Reading Power (DRP), a new test of reading comprehension developed over the last several years, by the State Education Department, identifies the most difficult prose materials a student can read with comprehension. The test includes a series of progressively more difficult reading passages. A key word is deleted from seven controlled sentences in each passage and the student must select the correct word from among five options provided for each deletion. All passages are nonfiction prose written on a random selection of topics.

The DRP is different from conventional tests because scores can be lined to the difficulty of instructional materials through readability formulas. The DRP, therefore, is a new and useful instructional tool.

The DRP has been under development since 1970. The first experimental forms of the test were evaluated during the 1976–77 school year in a number of research studies involving 19 school districts and approximately 11,000 students. This research supplied sufficient evidence to conclude that the DRP is both valid and reliable, is culture-fair, and can be objectively criterion-referenced.

As a continuation of these research efforts, a second series of studies was conducted during the 1977–78 school year. The major focus of this research was: (1) to determine the extent to which the DRP can reliably measure improvement in pupil ability to read with comprehension, and (2) to show that matching students' reading assignments with their reading ability will improve the effectiveness of instruction, with a resulting increase in the students' ability to read with comprehension. These studies involved over 1,000 students and their teachers who provided information concerning the students' instructional assignments each time they were tested. The results have supplied further evidence that confirms the DRP as a sensitive measure of gain, and indicate that the ability to read with comprehension is, in part, dependent upon the school's and teacher's management of instruction.

During the 1978–79 school year, two forms of the DRP will be put into experimental use with 30,000 fourth, fifth, and sixth grade students in about 60 school districts. The purpose of limiting the initial administration of the test to these districts is to gain experience in the ways in which the results can be used and to determine how school districts can use the tests and their results most effectively.

DRP research also has paved the way for this instrument to be used in setting standards. During the process of establishing a competency standard in reading for high school graduation, the Board of Regents was provided with a readability analysis of those texts commonly used in the core subjects in New York State high schools. The Board was also provided with a readability analysis of a randomly selected sample of commonly read feature and news magazines, as well as commonly read newspapers published in New York State. Based on a review of this information, the Regents adopted, as a minimum tentative standard for a student to receive a high school diploma, the ability to read the materials in the textbooks used in the core subjects in high school.

Distributing Funds To Equalize Opportunity

In continuation of the trend, 1977–78 was another year of making difficult budget adjustments in response to the fiscal demands of the times.

Total expenditures of public schools were an estimated $8.2 billion, up 4.0 percent from 1976–77. However, inflation increased 6.0 percent over the same period. Thus, after adjusting for inflation, total costs in constant dollars were down 1.9 percent.

State aid in 1977–78 was $3.1 billion, up 2.4 percent from 1976–77. After a similar inflation adjustment, this represented a net decrease, in constant dollars, of 3.4 percent.

As shown in the table, New York State's total 1977–78 costs of elementary and secondary education, measured in constant dollars adjusted for inflation, were down since 1974–75, and State aid was down 11.0 percent.

During this period, expenditures for education in the other 49 states have, after a similar inflation adjustment, increased by 6.0 percent.

One major effect of these years of budget adjustments has been an increase in the gap in expenditures per pupil between poor and wealthy school districts. In 1977–78 the variation in expenditures ranged from $1,305 per pupil in the district at the 10th percentile to $2,593 at the 90th.

The Regents recommendations to the 1978 Legislature, while mindful of the fiscal and economic problems of the State, were aimed at setting in motion a multi-year process that would reverse the trend toward an increasing expenditure gap.

The recommendations included a four-year phaseout of the save harmless and flat grant provisions; adoption of an aid ratio type to replace the previous tax rate formula; a two-tier formula with ceilings of $1,500 and $1,600; changes in pupil weightings aimed at more equitable measurement of district wealth and financial need; and a proposal to increase the ceilings annually for three years as a means of reducing the expenditure gap. The three-year increase proposal included a new method of adjusting the local share in the first tier of the formula to enable the State to finance the proposal at any level of appropriation set by the Legislature.

The Governor recommended and the Legislature passed a number of these recommendations including the two-tier aid ratio formula and most of the recommended changes in pupil weighting. The ceilings were set at $1,450 and $1,500 and the local share in the first tier at .51 percent. The flat grant aid, save-harmless provision formulas were continued and the ceilings were established for 1978–79 only. First year aid increases due under the formula were subject to a variety of limiting factors.

Estimated State aid in 1978–79 will be about 3.4 billion an increase of $200 million or 6.6 percent over 1977–78.

As the school year ended with a record number of school budget defeats, the trial court in the Levittown case reached a decision in favor of the plaintiffs. The decision will be appealed, but if it is sustained in the higher courts, the case could have a great effect on bringing future reforms in State aid in the directions the Regents have been seeking progress. The Regents, in cooperation with the Governor, plan to establish a special task force to study ways and means of reforming State aid in accordance with the Levittown decision should the decision be sustained.

Also, the Regents are vigorously continuing their efforts to assure that school expenditures, especially those financed with State aid, are made in a manner that is economical, efficient and conducive to improved student performance. Quality control, in their judgment, is equally as important as wise distribution of resources in assuring that education is accomplishing its goals.

Inflation, State Aid and Public School Expenditures

School Year	Inflation-Consumer Price Index Yearly Increase	Total Expenses (Millions)	Yearly Percent Change	Yearly Percent Change Adjusted for Inflation	Total State Aid (Millions)	Yearly Percent Change	Yearly Percent Change Adjusted for Inflation
1974–75	—	$7,394	—	—	$2,931	—	—
1975–76	7.4%	7,621	3.1%	−4.0%	3,071	4.8%	− 2.4%
1976–77	6.1%	7,902	3.7%	0.7%	3,078	0.1	− 5.6%
1977–78	6.0%	8,217	4.0%	−1.9%	3,153	2.4%	− 3.4%
4-Year Changes							
1974–5—1977–8	20.8%	—	11.1%	−8.0%	—	7.6%	−11.0%

ESEA Funding

In 1977–78, ESEA Title I provided more than $231 million to 713 New York State school districts for operation of special programs for educationally disadvantaged students. Programs were planned and operated locally in reading, mathematics, and bilingual education.

Emphasis was placed on expanding services to institutionalized, neglected and delinquent children. Special effort was placed on a survey of the institutionalized children, resulting in an increase of $1 million in funds for 1978–79. Further plans were made in program operation which will generate an additional $2 million in Federal aid.

Staffs of the five regional offices provided program services including technical assistance in program operation, community involvement, and evaluation of student achievement.

Program evaluation for 1976–77 (the latest data available) show that the rate of gain in reading for 49,071 upstate students tested (of 54,641 participants) indicated a growth of over 1.49 months for every month of Title I instruction. In New York City, 95,680 students tested (among 111,719 participants) gained 1.14 months for each month of instruction.

In mathematics the rate of gain for 19,360 upstate students tested (of 21,807 participants) was 1.52 months for each month of instruction. In New York City, 32,039 students tested (of 37,122 participants) was 1.43 months for each month of instruction.

Prior to ESEA Title I, the historical rate of achievement of educationally disadvantaged children in reading or mathematics was approximately one-half month gain for each month of instruction. Therefore, the achievement gains noted above are highly significant.

Setting Competency Standards

The Regents approved major changes in the requirements for the high school diploma and in the Regents Competency Testing Program during 1977–78.

The new Competency Testing Program has two purposes:

- to identify students who need special help in reading, writing and mathematics early enough to assure that they receive the help needed to achieve adequate competence in these three areas and
- to certify that adequate competence has been achieved before a high school diploma is granted.

Preliminary tests in reading and writing will be given to students in grades 8 or 9 who score below statewide medians on the Pupil Evaluation Test in reading or the median on other standardized tests measuring reading to identify those in need of remediation.

Schools must provide remediation in areas of deficiency before the student takes the final examinations in grade 11 or 12.

The Department will use the Degrees of Reading Power Test (DRP) (described in the next section) to determine competency in reading. A writing test consisting of three types of writing tasks—a business letter, a report and a composition—has been developed to measure competency in writing. Each task will be rated on its total effect and overall quality in relation to a model of exemplary writing. The mathematics test, consisting of both open-ended and multiple-choice questions, is based on the new syllabus, general high school mathematics. The test in mathematics will be administered at the end of the required high school course in mathematics.

To be eligible for a high school diploma, a student must pass each of the Regents Competency Tests or any Regents examination in mathematics and the Regents comprehensive examination in English.

The new Regents Competency Testing Program becomes effective for all students who graduate in June 1981. In the interim, students must pass either the current basic competency tests in reading or the Regents comprehensive examination in English and the current basic competency test in mathematics or any Regents in mathematics to receive a high school diploma.

Racial Integration

In the area of racial integration State Education Department personnel have engaged in a wide variety of activities to provide technical assistance to school districts in the preparation and implementation of desegregation plans that have been ordered either by the courts or the Commissioner. Such assistance has also been provided to districts that have previously desegregated voluntarily.

Staff development, curricular modification, school/community relations, and conflict resolution have been the areas in which most of the assistance has been rendered. A noticeable amount of assistance, however, has also been given to districts in procuring Federal funds in support of integration/desegregation matters, and in helping them to comply with appropriate regulations.

Special desegregation-related assistance has been made available to both the Western New York and downstate areas in the form of professional staff assigned to Buffalo and New York City. These assignments have made it possible for the Department to provide an immediate response to requests for assistance in Lackawanna, Buffalo, Rochester and Syracuse, as well as New York City and Nassau County.

Department activities in the area of integration/desegregation were expanded to include magnet schools and sex desegregation.

The Division of Intercultural Relations sponsored a Magnet School Conference in which nationally recognized authorities were assembled along with New York State administrators from districts with magnet school programs and districts interested in such programs.

In the area of sex desegregation, the Bureau of Educational Integration provided a full-time staff member for technical assistance to school districts in Title IX compliance. Fourteen Title IX Technical Assistance Conferences were conducted throughout the State in which school district administrators and supervisors and Title IX compliance coordinators were given information concerning the final phase of Title IX adherence. A proposal has been submitted to the U.S. Office of Education, seeking funding assistance in establishing a sex desegregation unit within the Bureau of Educational Integration.

The State Education Department, in conjunction with the Commissioner's Interfaith Council on Education, has planned a conference on Racial Justice and Education to be held in Rochester. This conference is the first in a series of activities that are designed to involve the Faith Institutions in school desegregation programs.

Occupational Education

In 1977–78, more than 750,000 secondary, postsecondary, and adult students were enrolled in occupational education programs offered by public schools, Boards of Cooperative Educational Services, two-year public colleges, and educational opportunity centers. Approximately 175,000 more were served in proprietary occupational schools licensed or registered by the State Education Department. Marketable skills of people completing or leaving these public and private occupational programs continued to be an essential contribution of education to New York State's economy.

Department efforts during the year were concentrated on improving the quality of instruction in occupational programs, and on increasing access to programs and services for a variety of client groups.

Work continued on development of an Instructional Support System for Occupational Education (ISSOE), a competency-based instructional system which measures student achievement in terms of job-related performance objectives. One part of ISSOE is a student reporting system which will provide individual progress reports and employability profiles on each student. This component of ISSOE is being designed to integrate with the Occupational Education Reporting System (OERS), which uses individual student files to record basic enrollment and follow-up information. ISSOE involved 740 teachers in 1977–78, in 11 of the State's 13 regions. OERS was piloted in one region.

A Statewide Business Education Review Committee of leaders from business and education continued to assist SED in the movement to make curricular offerings relevant to current and future employment needs in the high demand area of business and office occupations.

Renewed emphasis was placed on the cocurricular activities of the occupational student organizations—Future Farmers of America (FFA), Future Business Leaders of America (FBLA), Distributive Education Clubs of America (DECA), New York State Health Occupations Student Association (NYSHOSA), Future Homemakers of America (FHA), and Vocational Industrial Clubs of America (VICA). In addition to their traditional emphasis on the values of youth leadership and community service, the clubs had as a new theme the elimination of sex bias and stereotyping.

SED efforts to increase access to occupational education included work in the areas of sex fairness, instruction for the handicapped, short-term training for adults, and coordination with programs funded under the Comprehensive Employment and Training Act (CETA) and the Youth Employment and Demonstration Projects Act (YEDPA).

Programs for the Gifted and Talented

A wide variety of activities to identify and plan programs for gifted and talented students were carried out during 1977–78.

Three regional resource centers were established. Each of these centers provided leadership training institutes and workshops for teachers, administrators, and parents. A series of seven institutes in New York City each had an average attendance of more than 400. Similar workshops in two BOCES centers also were well attended, indicating high interest in the education of the gifted and talented across the State.

Twenty-one projects centered on the development of model programs, all of which have the potential of serving as validated demonstration sites. Of the 21 projects, three were operating as demonstration centers in New Rochelle, Schenectady, and the Saratoga-Warren BOCES. All of these projects were supported with Federal funds made available on a competitive basis.

In addition, two other projects in the Long Beach City School District and Brooklyn Community School District 18 were supported by a local assistance grant of $125,000.

Further assistance was provided local schools through the publication of ten handbooks on various aspects of gifted and talented education that ranged from planning and identification to differentiated programming and evaluation. The Department also published and distributed the results of a survey on the status of the education of the gifted and talented in the State and *Guidelines for the Identification of the Gifted and Talented.*

New Developments in Reading

The most significant development in reading curriculum has been the introduction of the Degrees of Reading Power Test and its accompanying technological services. In the spring of 1978, more than 5,000 public and nonpublic school administrators, specialists and other professional staff attended orientation sessions in the use of this test and its implications for instruction. The test is based on a definition of reading comprehension as the ability to use information in a test passage to select an accurate replacement for a deleted word in that text. The difficulty levels of the passages range from early primary level through the postgraduate college level. These characteristics of the Degrees of Reading Power Test have led to the establishment of a computerized system for the analysis of the reading levels of commonly used instructional materials and to the development of a series of instructional models for developing comprehensive skill.

The system for the analysis of reading difficulty has already produced analyses of the range of reading difficulty in the reading texts most commonly used at the intermediate grades and will shortly expand its data base to include information on texts used in science, English, and social studies. This information will be made available to teachers in field trials taking place this school year. As part of the field trials, teachers from more than 100 schools in 56 districts will be giving the test to more than 31,000 intermediate grade students. This data on texts will enable teachers to match the level of instructional material to the level of individual student ability as indicated by scores on the Degrees of Reading Power Test. The service will be expanded to other levels in the near future and should become generally available in the 1979–80 school year.

In addition to the technological service described above, the Bureau of Reading Education has completed a series of model activities for improving reading comprehension which emphasize the use of context in the analysis and interpretation of meanings in prose materials. These activities, used experimentally by teachers in 1976–78, will be introduced for use in selected schools and their effectiveness in improving comprehension evaluated.

Another major effort to improve reading instruction has been implemented through the Right to Read technical assistance program. More than 9,000 teachers, administrators and reading specialists have participated in programs offered through the Right to Read BOCES centers. Workshop and other staff development programs centered on such curriculum-related activities as early screening techniques to identify children who may require special help in beginning reading, ways to coordinate the improvement of reading with the improvement of writing skills, methods for improving reading skills essential in the study of science, mathematics and social sciences at the upper grades and secondary school levels.

New Uses for Technology in Education

One of the major thrusts of the Bureau of Educational Communications in the 1977–78 school year has been to encourage the creation of models for using communications technology as a instrument of information dissemination.

A widespread effort to advance communications on education was a series of 22 television and radio public service announcements designed, produced and disseminated to both commercial and public stations throughout the State. The objective was to create better understanding of bilingual education within the general public. Nationally known television and radio performers were used together with teachers and students in bilingual instructional settings.

The results of these announcements will take time to assess. However, based on reports received from school personnel in areas throughout the State, the message has been widely disseminated. Through radio and television, millions of citizens have learned more about bilingual education.

Problems of information dissemination and impact were identified by the State Facilitator Project of the National Diffusion Network (NDN). The purpose of the NDN and the State Facilitator Project is to encourage schools to replicate educational programs which have been validated nationally and have had proven success in improving student performance. The State Facilitator Office devoted considerable time and resources to creating a model media dissemination package based on the concept that reading about educational programs is insufficient to gain full understanding of how they work. Toward this objective, a model prekindergarten program developed by Westchester State Teachers College in Pennsylvania was produced in motion picture format as the total dissemination package. The program was described with the support of graphics and pictures of actual students performing in the program. In-depth descriptions of specific learning activities, related instructional materials, and testing materials were included in the production.

Education of the Handicapped

During 1977–78, the Office for Education of Children with Handicapping Conditions continued to improve the way New York State carries out the Federal and State mandates that pertain to children with handicapping conditions. For example, the office:

- began a detailed study of existing Federal and State regulations. The purpose of the study is to see if present definitions of handicapping conditions, which are based on medical models, can be based instead on the educational needs of children. First recommendations from the study team are expected in December. Public hearings will be held throughout the State to obtain suggestions from teachers, administrators and parents. Study papers will be reviewed by representatives of the Commissioner's Advisory Panel on the Education of Children with Handicapping Conditions.
- intensified its monitoring of public and private schools for children with handicapping conditions. Since January, 15 private schools for the handicapped have, for program or fiscal reasons, been removed from New York's list of approved schools. By June 1979, every in-state private school for children with handicapping conditions will have been visited by field staff.
- worked with other State agencies which place children in out-of-state private schools on plans for joint field visits. The five schools which serve about half the New York children placed out of state will be visited in September and October by staff from SED, the Department of Mental Health, the Department of Mental Retardation and Developmental Disabilities, and the Department of Social Services.
- with permission from Washington, changed the format of the State Plan required by the Federal Education for All Handicapped Children Act. New York's plan is now an annual report designed to give any New York citizen an easy-to-understand description of the system for educating children with handicapping conditions. When finally approved by Washington, thousands of copies of the plan will be printed and distributed throughout the State. Copies will also be translated into Spanish. Priorities in the plan for distribution of Federal funds and for training were approved by the Commissioner's Advisory Panel on the Education of Children with Handicapping Conditions.

Making Education More Cost-Effective

The Regents priorities recognize a special obligation to monitor and evaluate educational programs and institutions, and, most importantly, to apply information from these activities so that the public can be assured of value for cost. Educational administrators responded to this special obligation during 1977–78 by first clarifying opportunities to cooperate more systematically in fulfilling this obligation and then joining together in a three-day conference to strengthen management planning skills. More than 150 conference participants established a basis for new activities that will result in increased effectiveness.

The State Education Department during 1977–78 promoted activities to increase effectiveness in two general areas: (1) instructional services which schools provide directly to pupils, and (2) support services required to keep schools operating.

Federal legislation which funds innovative and support programs has enabled SED to implement a "transferring success" strategy. Under "transferring success," programs developed by local school districts are evaluated according to strict criteria, and those that prove effective in achieving specified objectives, with specified expenditures, are officially designated as "validated." These validated programs are then offered for adoption to other school districts in the State, which enables them to incorporate proven programs to meet local needs without "reinventing the wheel." In this way, innovative programs can reach more children at reduced costs.

In 1977–78, 48 projects that had been validated were funded to share their successful experiences with other districts. As a result, approximately 250 transfers of these experiences to other districts—or "replications"—were accomplished. Fifteen districts, for example, replicated the diagnostic prescriptive mathematics program of Staten Island. Validated programs in the areas of career education and education for the gifted/talented were also replicated by large numbers of districts.

Two energy conservation demonstration projects resulted in replications by six school districts and two BOCES districts.

SED conducted 44 comprehensive management studies of the support service operations of local school districts. These studies were initiated at the request of the local districts, and the continued high demand for them is evidence of their success in promoting improvements and economies.

Science

Chemistry and biology syllabuses are being revised for the first time in ten years. Information on possible improvement in these courses was gathered in 1977–78 from teachers and assembled by teacher advisory committees.

Developmental drafts have been prepared by writing teams and will be distributed to the schools for reactions during the current school year. Suggestions resulting from a review by the schools will be evaluated by the State Education Department and revisions will be incorporated into a new document. Publication for trial classroom use could come as early as 1979–80.

The current syllabuses, which have been in use for some time, will continue as the major programs for schools for at least three years.

The sixth annual conference for science educators with supervising duties was held in conjunction with the New York State Science Supervisors' Association this past summer. Sessions were directed to instructional improvement with topics such as supervisory style, Piagetian applications, laboratory safety, valuing in science and reading in the content area. The seventh conference is being planned for the summer of 1979.

Energy conservation and solar energy, which include energy developments related to wind, nuclear fusion, geothermal activity and biomass or plant sources, have received special attention through the cooperative efforts of the State University of New York at Albany and the Education Department. New York State teachers and scientists have developed and field tested curriculum materials in these areas. SED will be distributing field test editions of these materials to schools during the school year 1979–80.

Approximately half of the junior high school science programs published by SED have been revised. Titles such as *Living Systems*, *The Chemistry of Matter*, and *The Earth's Changing Surface* have been distributed to schools.

A special two-day conference directed to the special nature of junior high school science will be held this year. Cosponsored by SED, various institutions of higher education, this conference will bring together local decision-makers interested in evaluating and improving their junior high school science program.

Migrant Programs

Living in widely scattered rural school districts, children of migrant agricultural workers face many formidable obstacles in their inconsistent and often brief exposure to the public school system. Often educational problems—compounded by poor health, a substandard home environment, and family economics that place a priority on work above education—converge upon migrant children with devastating results.

Compensatory education programs are conducted for migrant children in New York State to surmount these problems. Help is provided by assessing each child's needs and giving individual instruction in the basic skills—reading, mathematics and bilingual education, where appropriate. Migrant education programs supplement the existing school program and are paid for with Federal funds through Title I, Elementary and Secondary Education Act.

In the past year, a statewide delivery system for individualized tutorial instruction to migrant children grew extensively. The system—the Tutorial Outreach Program (TOP)—now consists of 11 regional centers which work with 180 cooperating school districts. The centers now form a consortium that works in developing consistent policies and procedures for delivering services to migrant children all across the State.

This consortium is unique to compensatory education programs in New York State and is emerging as the major educational service provider to migrant families from infancy to adulthood. TOP consortium centers either directed or were closely coordinated with about 80 percent of the migrant education programs during the 1978 fiscal year. The TOP consortium is a comprehensive instructional and administrative management system which hires, trains, supplies and supervises tutors to work in local schools at no cost to the schools. Close cooperation and coordination are key elements to the effectiveness of the tutors. Tutors work with classroom teachers, assessing each migrant child's needs, developing supplementary instructional activities, evaluating results and doing follow-up work to assure that each child's progress is carried into his/her regular classroom work.

The TOP consortium successfully implemented a statewide program for adolescent migrant youth which assisted several hundred youngsters in identifying personal career goals and provided paid on-the-job training. In addition, four TOP centers secured a grant and conducted a special Adult Basic Education Program for about 500 migrant adults.

More than 3,000 migrant children ages 5–17, received supplemental instruction through TOP centers—double the number in the previous year. One reason for this increase is the accurate and timely identification of migrant children through the statewide Migrant Census Project.

Census takers, hired in 20 regions across the State, canvass virtually the entire upstate area. Through interviews with parents, census takers certify the eligibility of all migrant children. About 7,400 migrant children of all ages were identified in 1978 fiscal year.

Other Migrant Education highlights include:

- adaption of the TOP model by the Title I Neglected and Delinquent Program for youth in four upstate county correctional facilities.
- adaption of the TOP model by the New York State Drug Abuse Council for drug offenders in two State Drug Abuse Centers.
- exchange of 22 Florida migrant education teachers who worked in New York with migrant children from Florida.
- development of a special film for migrant families dealing with good nutritional habits.

Physical Education

During the 1977–78 school year, the Physical Education Unit gave considerable emphasis to the review of school district plans for physical education. The preparation of such plans has been a requirement since 1974. Although most plans were well written, suggestions for improvements were made where necessary and follow-up action was taken to assist school personnel.

Because physical education is activity-oriented, accident prevention assumes major importance. This year, attention focused on several activities for the prevention and care of injuries. Regulations were adopted requiring all coaches associated with athletic teams to be proficient in the latest techniques of first aid and safety. Another area of the Regulations mandates that nonphysical-education-certified teachers who coach athletics take an education program designed specially for them, with emphasis on health sciences. The number of such programs approved by the State Education Department was increased by ten, bringing the total to 81. Also, work was initiated with State athletic trainers' associations to develop an awareness of the contributions of such services to the welfare of athletes.

The SED project on medical examinations culminated during the year in a changed policy that now permits an athlete to be examined at any time with the examination good for a calendar year. Finally, work is nearing the completion stage on the selection/classification project being conducted by the State Public High School Athletic Association with Department assistance. Now in its fourth year, the project is exploring standards of physical maturity as a basis for athletic eligibility in lieu of the traditional and unsatisfactory age and grade requirements.

Multicultural Education

There are 19 counties in the State with school districts that enroll students eligible for bilingual education. Estimates of the population to be served vary. Efforts have been initiated to get a more accurate figure with a survey of each school district through the Basic Educational Data System. Results will be available at the end of the current school year. Present data identify approximately 350,000 Hispanic students and 50,000 Native American, Asian, and other ethnic groups in New York State schools. Many of the bilingual programs serve Spanish pupils. However, there are programs in Italian, Japanese, Portuguese, Chinese, French, Haitian, Yiddish, Hebrew, Russian, Greek, Arabic, and ten other languages.

During the past year, the Bureau of Bilingual Education responded to 600 requests for technical assistance from schools throughout the State. In addition to monitoring programs and participating in more than 50 workshops and conferences, the bureau has undertaken several unique projects.

In an effort to inform the public on bilingual education, a series of public service announcements is being aired by commercial television and radio stations throughout the State. The announcements feature: Regent Louise Matteoni, Commissioner of Education Gordon Ambach; Joshua Fishman, Yeshiva University professor and spokesperson for bilingual education; actress and comedienne Liz Torres; Antonio Fargas, star of "Starsky and Hutch"; and bilingual teachers and students. "Bilingual Education: Two Ways To Understand and Be Understood" is the theme of each announcement. Accompanying the announcements is an informational booklet which viewers can request. In addition, a 20-minute videotape on bilingual education has been prepared featuring Erik Estrada, star of the television series "CHiPs."

To further serve the multicultural population of the State, the "Multilingual-Multicultural" newsletter is distributed to schools statewide. This past year the newsletter has featured major articles on bilingual programs for Russian students, migrants, and Native Americans as well as practical teaching suggestions, interviews and general information.

Social Studies

The Regents have recognized that education for public or civic responsibility is a major obligation of all educational institutions and should be a major goal of any good social studies program.

The Bureau of Social Studies Education, through a variety of programs, has encouraged teachers to step up the effectiveness of civics and citizenship-related activities.

Among the most outstanding activities has been the Law, Youth and Citizenship Program, cooperatively sponsored with the New York State Bar Association. In addition to grants for schools engaged in law-related education programs, LYC conducts summer institutes and conferences during the rest of the school year. The major effort in this direction is the annual statewide law-related education conference.

Federal funds available for law-related education are of great assistance. These funds supported summer institutes and have made possible a series of impressive law-related education projects. The projects involve curriculum, instructional practices, inservice training, police/school collaboration and legal history.

In the broader area of civics, the bureau has played a major role in developing the forthcoming publication, *Toward Civic Responsibility*. This publication, designed primarily to augment seventh and eighth grade programs, is being anticipated by professionals in the field.

Consumer economics in now considered a fundamental part of citizenship education. Although many fine curricular materials in consumer education have been prepared by the State Education Department over the years, the need has manifested itself for materials which would be distinctly social studies in nature. Toward that end, a curriculum guide is being developed in cooperation with the New York State Council for Economic Education which will make possible a more effective treatment of consumer economics in the K–8 social studies program.

Also available to schools is a series of 15 videotaped programs on economics entitled *Trade-Offs*, produced under the direction of the Agency for Instructional Television, with SED as a cooperating agency.

Health Education

A special project was initiated to improve the K–6 physical education program. Involved are ways for securing compliance with Regulations, identifying outstanding programs, conducting an informative campaign, and enlisting the support of professional organizations.

School health education and services continues to be an important part of the school's educational programs. Priorities were established to meet the major health needs of learners, teachers and school administrators. Emphasis during 1977–78 was placed on preventive dental health, nutrition education and training, expanded child health services, hypertension screening, teenage pregnancy, and immunizations of school-age children.

Five regional seminars in preventive dental health for school personnel were held at schools and colleges throughout the State. These continuing education workshops included representation from the State Health Department, the Dental Society of the State of New York and the New York State Congress of Parents and Teachers.

The nutrition education and training program is authorized to provide children with more effective learning opportunities regarding food and nutrition, the relationship of nutrition to health, and experiences to use this knowledge in their everyday life. To achieve this goal, the nutrition education and training program focuses on both the school cafeteria and the classroom.

Development of nutrition education curriculum guidelines began during 1977–78. These new guidelines will consist of a comprehensive teachers training manual and curriculum guides for kindergarten through grade 12.

The Robert Wood Johnson Foundation has provided funds to implement two demonstration projects to improve school health programs by bringing these programs closer to the total child health delivery system. The State Legislature approved legislation to enable nurse practitioners to provide expanded health services to school children. The two demonstration sites are Newburgh and Chenango counties.

Hypertension screening in schools was initiated by the completion and distribution of a program planning guide. The need for school hypertension screening programs was demonstrated by the results of a pilot program conducted in seven school districts. The intent of hypertension screening programs is to detect children with elevated blood pressure levels and to help them to secure early medical evaluation.

Teenage pregnancy continues to be an urgent concern. An interdepartment committee was created to identify the needs of teenagers, develop programs designed to prevent teenage pregnancy, and provide special assistance for teenagers who need it, appropriate referral and support services, and special counseling services.

Humanities

A new State Plan for Integrating the Arts into General Education has been approved and a 25-member Commissioner's Advisory Council on the Arts in Education has been appointed to oversee implementation of the plan and to advise the Commissioner on matters related to the arts in education. The comprehensive plan demonstrates a priority for the arts by encouraging local school districts, professional arts organizations and higher education institutions to develop their own comprehensive programs for arts in general education coordinated with the statewide plan.

A number of demonstration sites and model programs are now working closely with the Division of Humanities and Arts Education to carry out various components of the plan, such as inservice education for teachers, artists-in-the-schools programs and arts in general education curriculum development. For example, in the Webster Central School District, teachers have been implementing integrated arts skills and curricula have been developed to include all arts components. The three Suffolk County BOCES have collaborated on a shared service program for integrating the arts into general education with the help of an Advisory Council on the Arts and Humanities. The Nassau BOCES has arts in education offerings that include performing arts events, scholar and artist residencies and inservice courses and workshops for staff and administrators. The Arts in General Education Program in New York City integrates art forms into the regular education program by providing opportunities for interaction among principals, arts specialists, artists and support personnel.

The Division of Humanities and Arts Education has stressed the need for comprehensive planning for the arts through its conferences and its statewide Integrated Arts Program. The Toward Humanizing Education 8 Conference presented a series of workshops demonstrating how the arts can be integrated into the traditional subject areas, as well as workshops which help participants design their own plans.

Nonpublic Schools

Nonpublic elementary and secondary education in New York State includes 2,000 schools enrolling 435,000 students in a variety of secular, sectarian, and independent settings.

Services rendered by the Bureau of Nonpublic School Services fall into two categories. The first is indirect services such as on-site visits. These visits are geared to updating and improving the instructional program, pupil assessment procedures, staff development, and other pupil-teacher related experiences. The second area of service is the bureau's processing of grant applications to assure nonpublic school invoivement.

The bureau completed in 1977–78 a final draft of a *Nonpublic School Handbook*. This document is a summary of all legal services and benefits available to nonpublic school students and schools. Such fingertip information will benefit the students by helping nonpublic school officials become more knowledgeable of the State's laws and regulations. Four workshops were held with public and nonpublic school officials and parents regarding these various laws.

The most recent accomplishment is the successful effort to amend inadequacies in the transportation law. Recent legislation has removed the restriction that student transportation may be provided only to the nearest parochial school.

The direct services provided by SED are localized, in that the bureau acts on concerns where nonpublic school students seek redress of services and benefits not readily received. The great majority of concerns are legitimate, but they are usually an outgrowth of misinterpretation of the applicable statutes. Consequently, intercession by the bureau has procured needed textbooks, health and welfare services, transportation, dual enrollment benefits for hundreds of nonpublic school students in the past school year.

Environmental Education

Throughout the 1977–78 school year, the State Education Department continued to meet the need for diversity in environmental and energy education materials. Having developed a curriculum infusion process designed to wed environmental objectives and activities with the regular instructional program, the Department released a major supplemental unit. This publication, *Environmental Education Curriculum Infusion Units, Social Studies for Grade 9*, deals with the environment and socioeconomic development in India and is related to the concepts in the ninth grade social studies syllabus.

During the past year, SED also released *Environmental Quality: A Community Concern*, a four-part seminar approach to local investigations of environmental and energy issues. These seminar topics—growth, transportation, land use, and energy consumption—have been designed to increase environmental awareness and action through the secondary and continuing education programs.

There has been an extremely favorable response from school districts concerning the elective guide, *An Environmental Syllabus, Grades 10, 11, 12* which was released last fall. In fact, one school district will be offering a two-semester elective using this publication as the primary resource.

Mathematics

Continued progress was made during 1977–78 with the development of the new three-year Regents sequence for high school mathematics. After a two-year pilot period, Course II was revised and distributed to all secondary schools in the State. Revision was begun on the Course III syllabus in the spring. In June, a Regents examination was administered for the first time for Course I, with sample examinations available for Courses II and III.

Three demonstration districts conducted workshops concerning the new sequence throughout the State for schools interested in implementing the curriculum as an alternative to the traditional Regents program. More than 70 districts expressed interest in the program which emphasizes the integration of mathematics topics in a practical and logical manner.

The first draft of the revision of the Mathematics K–6 curriculum was completed in the 1977–78 school year. The major changes will be the inclusion of a probability and statistics strand and a measurement strand which will be primarily metric. Preliminary work was begun on *General High School Mathematics*, a suggested syllabus for students not taking a Regents mathematics course. This could be used to satisfy the one-year mathematics requirement for an approved high school course of study.

Two new booklets designed to help teachers strengthen their overall mathematics programs were published. *Ideas for Strengthening Mathematics Skills* gives an overview of some specific schemes that have been used successfully in programs of remediation. *Creative Problem Solving* provides a variety of interesting techniques and approaches to this topic that could be useful in every subject.

Preparing schools and teachers to meet the suggested 1980 date for predominant metric measurement instruction continued as a priority. More than 60 workshops were conducted to provide teachers with information about the metric system and with ideas for presenting the system in the classroom.

Progress on the Statewide Plan

The Regents have issued for public review and comment a tentative version of their Progress Report on their 1976 Statewide Plan for the Development of Postsecondary Education. By law, the Regents are required to adopt a statewide plan every four years, and to report on progress toward the goals of that plan two years after it is adopted.

Incorporating the progress reports of the State University, The City University of New York, and the consolidated progress report for the independent sector prepared by the Commission on Independent Colleges and Universities, the 1978 Progress Report focuses on the five Regents goals of quality education, responsiveness to societal needs, efficient use of resources, freedom of access, and freedom of choice. The report reviews the broad setting in which New York's postsecondary educational system functions today, and examines enrollment trends, facilities, access to higher education, assurance of quality, and the allocation of resources to meet needs.

Questions of the accountability of institutions for their stewardship, not merely of public funds, but of the educational mission entrusted to them have grown in recent years. The Regents regard the progress report as being a significant tool whereby New York's postsecondary system and its institutions can provide such accountability. It serves as a vehicle for the assessment of contributions made by postsecondary education toward public policy goals.

Two of the Regents major goals are "freedom of access to," and "freedom of choice of," quality postsecondary education. Academic programs need constant review to assure that they meet standards of quality. Programs that do not measure up must be improved or discontinued. To conserve resources, priorities must be set and newly proposed programs must be examined to minimize unneeded duplication of educational services. Institutions need to seek ways to strengthen internal governance and accountability. Some institutions may have to close or seek merger with other institutions. All these issues must be addressed through the planning process, and progress must be reported.

The 1978 Progress Report includes new Regents enrollment goals for postsecondary education through 1984. The new goals indicate that the number of full-time undergraduates will decline by 1984 by at least 33,800, and perhaps by as much as 55,400, from 1977's level of 541,553. By 1984, part-time undergraduate enrollments will still be about 1977's level of 224,755. Graduate enrollments full- and part-time will increase somewhat from 1977's level of 145,642, and perhaps by more than 12 percent.

Noncollegiate Instruction

The Program on Noncollegiate Sponsored Instruction has continued to expand its activities to enable adults to receive college credit for learning gained in the workplace. During the past year, the program evaluated 447 educational courses which were submitted by 53 noncollegiate organizations, including business and industry, labor unions, government agencies, and other organizations whose primary function is not education. Since the program began in 1974, 1,243 courses have been evaluated for 91 organizations.

The program published the third edition of *A Guide to Educational Programs in Noncollegiate Organizations* in November 1977. It listed descriptions and credit recommendations for nearly 800 courses conducted by 67 noncollegiate organizations located in New York State and throughout the country. It was widely distributed to colleges and universities to guide them in awarding credit to persons who have successfully completed noncollegiate sponsored courses. The 1978 Supplement to the *Guide* will be published before January 1, 1979. It will contain credit recommendations for all the courses evaluated since the publication of the 1977 edition, and current information on previously evaluated courses.

In the fall of 1977, with the support of a grant from the State Department of Labor, the program began a concerted effort to assist agencies conducting training programs under the Comprehensive Employment and Training Act (CETA). The goal is to help trainees gain educational credentials for successful completion of the training programs. So far the program has evaluated and made credit recommendations for 25 courses offered by five prime sponsors (government agencies) in the State in subjects such as accounting, automotive mechanics, electrical technology, and secretarial science. Also, on-site technical assistance has been provided to 20 prime sponsors to give advice concerning course development, the general administration of training programs, and the preparation for course evaluations.

Services for Nontraditional Students

Terms such as "Regents External Degrees," "credit-by-examination," "weekend college," "credit for life experience," or "learning contracts" may be the familiar language of innovation to most educators, but the same words may be jargon or puzzling options to the adults these programs are designed to serve. The sheer volume and diversity of educational opportunities designed to expand access may, paradoxically, raise barriers for all but the most tenacious adult. In an effort to help adults overcome obstacles to continuing education, the Regents cooperate with academic institutions, public libraries, correctional facilities, and community agencies to bring information and advisory services to those in need.

For three years, the Regents External Degree program has operated a statewide network of volunteer advisors to provide information and advice on a wide range of postsecondary educational opportunities. Located in two- and four-year academic institutions, public libraries, hospitals and health care agencies, YWCAs, and other public service-oriented organizations, the 150 volunteer advisors counseled almost 12,000 adults last year. Advisors located in a variety of institutions, as well as the traditional academic community, play an important outreach role in the delivery of information and counseling services to disparate populations of women, minorities, the rurally remote, and the adult learner in general. The volunteers function with the full cooperation and support of their "home" institutions, and they receive training, informational resources, and backup services from the external degree program staff.

In a related effort, the Higher Education Library Advisory Service (HELAS) Project places full-time advisors in four public libraries across the State to provide information and advice on educational opportunities, financial aid resources, and help in educational planning for adults. The librarian/advisors make use of an inventory of educational resources and other library-based collections and services, such as Job Information Centers or Adult Independent Learner Programs. Follow-up studies on the users of HELAS show that half of the adults who received in-depth information and advisory services enrolled in some postsecondary educational activity, nearly equally divided between the traditional and nontraditional programs.

During the last year, in cooperation with the State Department of Correctional Services, the Regents have implemented the Inmate College Advisory Project. The project employs academically successful ex-offenders as peer advisors to inmates in selected correctional facilities. The key element of this advisement is the experience which the ex-inmate advisors have had in achieving college credit and degrees while coping with the special problems of a prison setting.

College Proficiency Exams and Regents External Degrees

College proficiency examinations and Regents External Degree programs enabled increasing numbers of adults, many with full-time job and family responsibilities, to pursue a college degree without enrolling in a campus-based program.

Over the past year, nearly 1,700 people earned Regents External Degrees in business, nursing, and the arts and sciences, bringing the total number of graduates to more than 6,900 since the program's inception in 1971. More than 19,000 others are currently enrolled in the eight associate and bachelor's degrees offered, including nearly 2,700 in the new baccalaureate nursing degree which expects its first graduates in 1979.

Many other students earned college credit or advanced standing at traditional colleges, or met external degree requirements, by taking the more than 18,000 college proficiency and Regents External Degree examinations administered during 1977–78. The tests were given regularly at 11 testing centers in New York State, and they were administered nationally and at military bases around the world through the American College Testing Program. A new reading education test was offered during the year, and faculty approached completion of new health support, professional nursing strategy, and college composition examinations.

Over the past year, graduates of the Regents External Degree program organized to form an alumni association. Regional meetings were held throughout the State to determine the association's goals and priorities. The association was formed to provide service and support for graduates and candidates enrolled in Regents External Degrees, including counseling and information about educational and career opportunities for adult learners.

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HIGHER & PROFESSIONAL EDUCATION

Professional Licensing and Conduct

The Rules of the Board of Regents and Regulations of the Commissioner relating to professional licensure and conduct were revised and updated this past year to provide the basis for a stepped-up program of investigation of alleged professional misconduct and enforcement of discipline.

Through many decades, provisions relating to professional discipline had found their way into both Regents Rules and Commissioner's Regulations for each of the professions. Because of changing public attitudes and differing perceptions of appropriate and inappropriate conduct from one profession to another, the rules and regulations that applied to one group often did not apply to others. There were no rules applying generally to all licensed practitioners despite the logical arguments in support of generally applicable rules.

After extensive study the Regents adopted the most comprehensive and most far-reaching set of conduct rules in the country. The new rules became effective October 1, 1977. The Regents acknowledged both the ambitious nature of their effort and the likelihood that experience with the rules would demonstrate the need for modification.

Probably the best known of the new rules are those which permitted professionals to advertise—long prohibited by statute and the ethical codes of professional societies, as well as by the former regulations. A series of U.S. Supreme Court decisions sanctioning the advertising of prices for professional services had changed dramatically the basic legal posture of professional advertising.

Other rules that were made applicable to all professionals licensed by the Regents related to practicing beyond the scope of practice permitted by law or accepting professional responsibilities which the licensee knows he is not competent to perform; delegating professional responsibilities to a person whom the licensee knows is not qualified to perform them; and performing services not duly authorized to be performed.

A second group of general rules was adopted which apply only to 20 groups of health professionals. These safeguard against abandonment or neglect of a patient in need of immediate care; failing to establish and maintain an appropriate medical record; failing to make a copy of the record available upon a patient's request either to the patient or to a succeeding health practitioner; failing to exercise appropriate supervision over those who are authorized to practice only under supervision; ordering excessive tests or treatment not warranted by the condition of the patient; and failing to wear an identifying badge.

A group of rules applicable to the design professions (architecture, landscape architecture, professional engineering and land surveying) and a number of sections of rules applying to professions individually complete the package.

Educational Manpower Information System

To help students interested in teacher education gain a clearer understanding of the potential public school employment situation and to provide data to aid colleges and universities in their planning activities, the State Education Department initiated the Educational Manpower Information System (EMIS).

The annual report developed from EMIS data identifies the public school employment rate of new graduates, by college or university and by certification area, for the preceding five-year period.

This year, the second EMIS report showed that the percentage of new people being employed in the public schools continues to diminish. Of the 18,197 baccalaureate graduates of teacher education programs in New York State in 1975, 10 percent (1,820) found employment in the public schools of New York the first year after certification. In 1976, even though there were 2,123 fewer people earning certificates, only 1,060 (6.6 percent) found public school employment.

Over the five year period, 1972–1977, the public school employment rate for graduates of teacher education programs has dropped 17.9 percent. The same period shows a decline of 23.7 percent in the number of graduates.

For more than two years, serious study was given by a Commissioner's Task Force to the system of teacher education and certification. The Task Force recommended that teaching be recognized as a licensed profession. As a move toward implementation of that recommendation, the Regents adopted a resolution approving a study of the question of teaching as a licensed profession in New York State and procedures that might be followed for admission and conduct.

Federal Resources for Postsecondary Schools

The extent to which Federal resources are employed to assist students attending postsecondary institutions in New York State is attested to by the fact that during the 1976–77 academic year (the last year for which the data was available) nearly $223.5 million was awarded through the Basic Educational Opportunity Grant, Supplemental Educational Opportunity Grant and College Work Study Programs. The Basic Educational Opportunity Grant program benefited 208,000 students with the average award to students at independent institutions amounting to $939, and at public institutions, $825. Additional student assistance was also available to students through the campus-based National Defense Stduent Loan Program and the Guaranteed Student Loan Program.

Higher education institutions also benefited from a myriad of grant and contract programs administered by a variety of Federal agencies. For example, during 1975–76, eight New York State institutions received awards of more than $366 million from such agencies as the National Science Foundation, Department of Health, Education and Welfare, and the Department of Defense. In 1977 one agency, the Department of Defense, awarded close to $25 million to New York State's colleges and universities.

Aid to Independent Colleges

The State completed its ninth year of providing direct, unrestricted financial aid to independent colleges and universities, with grants of $66 million to 90 institutions. The first payments were made in the 1969–70 academic year in the amount of $25.5 million to 57 institutions.

During the past year, one additional two-year college became eligible for funds and one two-year and one four-year college ceased operation. The payment rates, based upon the number of degrees conferred at the various levels, remain the same as those of 1976–77.

The 1978 Legislature adopted a Regents proposal to reduce the number of payments per year from ten to three, thus simplifying, and making more efficient, administration and accounting procedures for both the State and the institutions.

Direct aid to independent medical and dental schools, based upon the number of professional degree students enrolled, continued with $8.8 million going to nine medical schools and $2.1 million going to the two independent dental schools. The New York College of Osteopathic Medicine of the New York Institute of Technology became the State's ninth independent medical school, beginning operation during the year with the admission of a first class of 36 students. The capitation aid rates have remained constant since 1974.

The Department also continued to administer contracts with the medical schools for the enrollment of upper-division transfer students. Seven medical schools qualified for $900,000 of additional aid under these contracts.

Regionalism

For the past several years, the Regents have encouraged the development of regional councils to advise them on educational matters affecting the various regions of the State. The councils are composed primarily of chief executive officers of higher education institutions lay persons broadly representative of the public interest.

The concept of regionalism was developed at a workshop sponsored by the Association of Colleges and Universities of the State of New York in 1971. Since then, three Regents Regional Advisory Councils have been created: The New York City Regional Council; the Northeast Council, comprising 16 counties; and the Genesee Valley Council, comprising 11 counties. The regional council in New York City is now inactive.

Regional councils complement the staff of the State Education Department and the Regents in the following ways:

- They coordinate planning in an area.
- They include all public and independent institutions in an area, and all the college presidents, or their designees, sit on the council.
- The Regents may call upon the councils for advice on regional issues that come before them.
- Regional councils can, by mutual agreement, review informal proposals submitted voluntarily by individual members.
- The councils can identify areas for interinstitutional cooperation, but actual operations are conducted among the institutions through consortia or contract arrangements.

Medical School Enrollment Task Force

In 1975, the Regents approved the report of its Task Force on Medical School enrollment and Physician Manpower, including recommendations that, by 1990:

- New York should have a ratio of 260 physicians per 100,000 population.
- To achieve that goal, enrollment in medical schools should be increased to yield 2,000 physician graduates each year.
- New York should decrease its reliance on foreign medical school graduates.

Although only three of the fifteen years between the publication of the report and the deadline for accomplishing the manpower goal have passed, it is valuable to see what has happened in that period because the pipeline for the production of physicians is very long. Plans must be formulated years before the desired results.

In 1975, there were 12 medical schools in New York which admitted just under 1,600 first-year students. Since then the following developments have occurred:

- The Fifth Pathway and COTRANS programs, which are designed to bring American nationals educated abroad back into American medicine, have added approximately 125 individuals per year to the pipeline.
- Contracts with the University of Vermont and Sackler School of Medicine whereby they accept additional medical students from New York account for approximately 60 more medical school students each year.
- The SUNY-Binghamton Clinical Campus has been opened and will eventually graduate an additional 40 students per year.
- SUNY-Stony Brook, with the opening of its clinical facilities in 1979, may expand from 50 to 100 students by 1985.
- The New York College of Osteopathic Medicine opened its doors in 1977 when it admitted 36 students. Fifty-four candidates were accepted for this year's entering class. By 1985 this institution is expected to graduate about 100 students per year.
- Several new medical schools have opened in the Caribbean and Mexico. These cater to American students who wish to return to U.S. medical schools.
- The Governor has called for the creation of a new medical school in Queens County to meet a long-standing need of that area for physician manpower.
- A legislative proposal in New York to authorize practice for nurse practitioners failed to gain support this year. It seems likely, however, that a measure of this sort will pass in the foreseeable future and it will add a considerable increment to the physician extenders already in practice.

Thus, there seems little question that the physician manpower goals set by the Regents Task Force can be achieved and may be exceeded. However, it is not enough to produce satisfactory numbers of physicians. Appropriate numbers must be induced to remain and practice in New York.

Moreover, a significantly greater supply of physicians may produce other kinds of problems. An oversupply may increase health care costs to society, since the classic laws of supply and demand do not seem to obtain; rather demand increases with supply of physicians. This may lead to unessential medical/surgical procedures and fail to decrease health care costs to individuals. This concern underscores the complexity of the physician manpower issue and the need to attend to the distribution problem and to avoid oversupply as well as undersupply.

Doctoral Project

This year, as part of the Regents discipline-by-discipline review of doctoral education in New York State, the Office of the Doctoral Project evaluated programs in political science and sociology. The office is responsible for monitoring and assuring program quality in the 42 doctoral-granting institutions in the State. The staff also works to encourage and promote consortial arrangements among institutions. Such efforts help to maintain efficiency, reduce duplication, and ensure quality.

The initial evaluation of offerings in anthropology and economics is being carried out during the 1978–79 academic year. Since the project's inception in 1973, 137 programs in the following disciplines have been reviewed: astronomy, chemistry, English, French, German, history, mathematics, philosophy, physics, political science, sociology, and Spanish and Portuguese. To date, the process has led to 37 program closures.

The office is currently reevaluating those physics and English Ph.D. programs which were recommended in 1975 for review in three years. One of the project's primary goals is to assist universities to improve the quality of programs with serious, but potentially soluble, problems. As a result, most institutions included in the three-year review process have been able to strengthen their doctoral programs sufficiently to gain approval for continuance.

Plans already are underway for the evaluation, beginning in the fall of 1979, of the more than 300 doctoral programs in education. Both Ed.D. and Ph.D. programs in a variety of fields of education will be included in this review.

Equal Access Programs

Equal access to all forms and levels of education, a primary goal of the Regents, has not yet been achieved in postsecondary education.

For instance, while black and Hispanic students constituted 27.9 percent of the public school enrollment of the State in 1976–77, these students constituted only 13.8 percent of associate degrees, 10.7 percent of bachelor's degrees, and 5.4 percent of doctoral degrees awarded in the State that year.

To help increase undergraduate access for minorities and other disadvantaged students, New York State supports four programs—SEEK and College Discovery at The City University, HEOP at the independent colleges and universities, and EOP at the State University. In all, more than 26,500 educationally and economically disadvantaged students attended institutions in New York State through these programs in 1977–78.

The State Education Department coordinates all of these programs. There are annual Regents reviews of plans and reports from the public universities. The Department administers the Higher Education Opportunity Program (HEOP) through individual contracts with independent institutions. Program enrollment increased from 5,300 in the previous years to 5,563 for 1977–78. Two institutions, Eisenhower College and Adelphi University, entered the program.

Program guidelines were modified in 1977–78 to emphasize those programs with potential "to increase the number of disadvantaged persons pursuing careers in which they are currently underrepresented." Many program students won entrance to medical, law and graduate schools. At Parsons School of Design, in its second year of program participation, four of the top eight freshman students at the school recommended for scholarships based on need and merit were in HEOP.

Aid to Students

The State's financial assistance programs for students underwent several changes during 1977–78. They included:

- Modifications in the award scales for the undergraduate Tuition Assistance Program. The maximum award was increased from $1,500 to $1,800, effective in 1977–78 for first-time students. The new maximum will be phased in annually for first-time students. The income threshold for the maximum award for all students has been increased from $2,000 (net taxable income) to $2,750. For SUNY students, the college fee is now covered by the TAP award. The lowest annual award is now $200 instead of $100.
- The Higher Education Services Corporation, which administers student assistance programs, has been provided with authority to conduct program reviews of postsecondary institutions' responsibilities under State programs.
- Students who are in default of repayment of State-guaranteed student loans are not eligible to receive payments of State awards or loans.
- Criteria for emancipated students, who seek to exclude parental income in determining TAP awards, are now also applicable to graduate students under age 22.
- Special requirements have been established relating to procedures for payments, refunds and auditing of State award programs.
- TAP awards are now limited to one degree program at each level of study (undergraduate and graduate).
- TAP awards for 1978–79 will be funded at a level of $238.2 million, compared with $214.6 for 1977–78. The total appropriation for TAP and Regents scholarships for 1978–79 will be $257.8 million. For 1977–78 the total was $237.2 million.

In addition to changes in student aid programs, the Legislature and Governor approved two other measures to benefit parents of postsecondary students.

The Parents and Students Savings Plan (PASS) was established, permitting deferral on State income tax of parental college expense contributions (up to $750 for each full-time student in the family) to a custodial account. Beneficiaries will be subject to taxation following completion of their postsecondary education.

The second measure provides for an income tax deduction of one-half of tuition, less any TAP award, for tuition paid for dependents of State residents who attend postsecondary institutions in the State. The deduction may not exceed $1,000 for each dependent and is not allowed for any student to whom a PASS distribution has been made.

Improving Management

The viability of colleges and universities—in the face of increasing inflationary pressures and diminishing financial resources—will depend, in large measure, on the introduction of more effective management policies and procedures. All postsecondary institutions, regardless of current strengths, must intensify their efforts to find new sources of revenue and procedures for curbing expenditures. This especially applies to the large group of institutions that are highly dependent on tuition for a majority of their income. Competition for revenues will continue to heighten and institutional management must focus on solving the problem of how to do more with less.

Although the task of administering higher educational institutions has become more difficult, no institution has closed during the past academic year. In fact, many have shown remarkable progress in improving their financial positions. This does not imply that difficult times for all postsecondary institutions have been eliminated. Some institutions will not be able to successfully handle all of the challenges associated with declining enrollments, decreasing revenues and increasing inflation.

The State Education Department has continued to assist in improving the internal and external management of colleges and universities. This assistance has taken many forms including individual management consultation and group conferences, workshops and seminars. The individual consultation has been in management areas such as long-range financial planning, physical plant evaluations, enrollment projections, evaluation of student recruitment programs, mergers or affiliations.

Foremost in all activities has been concern for the student as a consumer. SED has been a catalyst to insure that prospective students and their parents will have the highest quality information available to assist them in selecting a college to meet their needs. Working closely with public and independent instiutions and the secondary schools of the State, a coordinated information system is being established.

The need for understanding the management concept by all members of the institution, trustees, administrators, faculty and students has been met in part by a series of regional conferences on the role of governing boards and the evaluation of administrators. These will be followed up on an invitational basis for "in depth" sessions at individual colleges.

Colleges Continue Self-Assessment

Taking action on self-assessment findings was the goal for the second year of the Regents project to support academic quality on campuses. The project functioned on two levels: development of self-assessment models on individual campuses and statewide encouragement of self-assessment for planning.

The Task Force on Self-Assessment concentrated on action based on the findings which resulted from the first year's evaluations. Progress varied, depending on the scope of these efforts. For instance, the College of New Rochelle needs two or three more years to establish a continuous system which monitors college operations for long-range planning. It has won a large grant to complete the system, and the Middle States Association has agreed to use its findings as the college's self-study for accreditation in 1982.

Task Force members report widening effects of self-assessment on their campuses. Marist College and SUNY at Binghamton each created a new position to oversee evaluation. The Marist faculty's sense of the value of self-assessment led them to form a committee on evaluation of teaching.

Wagner College evaluated administrative offices. In the process, surveys of students and parents produced changes in freshman residence hall management. Another study of student attrition indicated steps to retain potential dropouts. Evaluation of majors at SUNY Agricultural and Technical College at Delhi inspired a study of learning in residence halls. Corning Community College revamped hiring and promotion policies and administrative structure. Corning has also received a grant to work with the community it serves in shaping these goals.

Brooklyn College studied the usefulness of five liberal arts majors in their graduates' careers, and department chairmen are now analyzing the results. Based on findings from Clarkson College's surveys of students, faculty, graduates and their employers, its engineering curricula now include study of business operations and communication skills. The college is establishing a data bank for use in continuous self-assessment.

Need and the Educational Marketplace

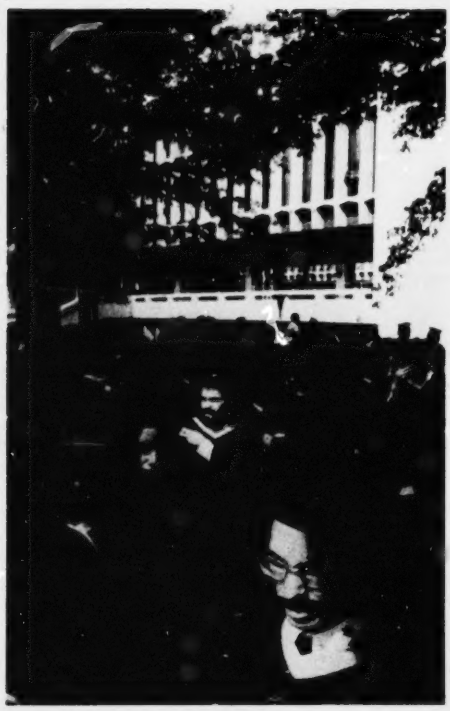
Annually, of some 300 proposals submitted to the Department by public and independent institutions for new academic programs and related activities, about 30 require Regents approval as amendments to institutional master plans to modify the institutions' academic missions. Generally, such amendments have enhanced the Regents goals of freedom of access, freedom of choice, or both.

In reviewing such proposals, SED not only determines that each meets standards of quality, but also makes an independent assessment of its planning impact. In assessing the impact of a proposed program, SED evaluates (1) the impact on the institution proposing it and the health of that institution, (2) the impact on nearby institutions, and (3) the need for the proposed program. Of these elements, need is probably the most important.

In assessing need, SED keeps in mind that an interplay among students, educational institutions, and the economy provides a basically self-regulatory mechanism. The Regents do not wish, nor are they charged, to control all initiatives in higher education. At the same time, they may not abdicate their constitutional role as policy-makers for the entire University of the State of New York. It is within this framework that SED approaches the assessment of need for new programs, and the related problem of what to do when the Department and an institution differ on the need for a specific program.

There are four ways to measure need for a new program: (1) demand by students or potential students, which probably is most important; (2) external demand, by potential employers of a programs' graduates; (3) internal institutional demand, to remain competitive with other institutions or to complement existing programs in other disciplines; and (4) perceived need of society or of a discipline for a program.

Insuring Educational Quality



In keeping with the American tradition to extend opportunity more widely among its people, colleges and universities have made many efforts to reach "new" students. They have experimented with ways to bring higher education within the reach of adults who, for many reasons, did not attend college during what were once considered the "traditional" ages.

At the same time, colleges have faced formidable threats to their continued operation. The deteriorating financial climate in which they operated and the prospect of declining enrollments posed serious problems which they faced with determination.

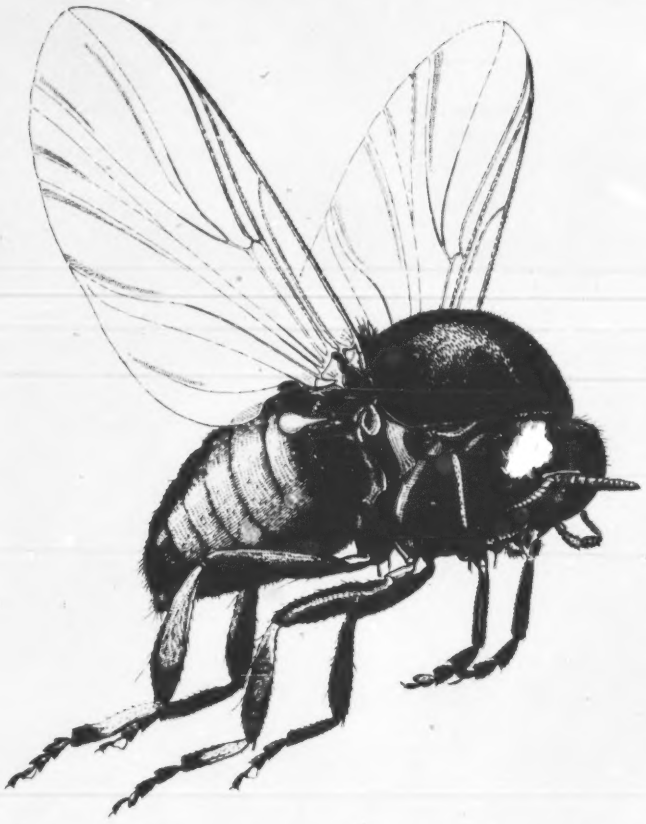
However, in their fight for survival, some institutions have stressed convenience and overlooked maintaining standards of academic excellence. For example, time-shortened programs were introduced that did not adequately treat the standard course material. As a consequence, the State Education Department's Office of Higher Education in 1977–78 focused attention on these programs to insure that adequate learning does take place. In a number of instances, SED required programs to be lengthened to meet standards.

In order to reach new populations of students and at the same time bolster enrollments, colleges also fielded off-campus instruction. In order to get accurate data and evaluations of these growing campus centers, SED, at the request of the Regents, conducted a pilot study of a representative county: Westchester. After sharing its general findings with the academic community, the Office of Higher Education conferred with each of the institutions surveyed in Westchester County to check the accuracy of its findings and to correct the confirmed deficiencies.

Equally important to the assessment was SED's better understanding of the problems inherent in operating off-campus centers. In light of these findings, SED is currently drafting revisions of the Regulations of the Commissioner to maintain quality standards particulary with reference to off-campus instruction.

Some colleges held out to adults the inducement of giving credit for prior learning. This crediting of experience calls for a demanding assessment and a number of colleges experienced difficulty in evaluating the learning claimed as a result of "life experience." This practice has called for special monitoring by SED staff.

Inadequacies in academic skills, evidenced by many high school graduates, have compelled colleges to provide background for college-level study. The need to take these measures is clear. However, the tendency of some colleges to give college credit for remedial work has prompted SED to examine this practice in order to preserve the integrity of degrees.



Science Services

Although the principal laboratories and offices of the Science Service are located in the Education Building, it maintains three field laboratories for special projects. These deal with the search for energy sources, reducing pesticide use, and radioactive waste disposal.

The field station at Alfred conducts studies directed toward the discovery of natural gas in New York State. The resident geologist provides data to other State agencies, consulting geologists, and gas companies. The information includes detailed records on rock formations encountered in drilling, data on the location of all wells drilled for gas, and production records from known fields. In addition, research is underway on the Devonian black shales of New York, their thickness, extent, structure, composition and stratigraphic relationships. As they are an important source of gas, the project is funded by the Department of Energy. A second research project assesses the potential for gas production in Allegany and Cattaraugus Counties and is funded by the Southern Tier West Regional Planning Board.

The Cambridge Biological Field Station has the mission of finding ways to reduce the environmental impact of pesticides in New York by finding effective substitutes. Current work centers on the use of *Bacillus sphaericus* for mosquito control and the use of a parasitic worm for blackfly control. Another project involves the experimental use of IGR (Insect Growth Regulators) for blackfly control. The Cambridge area was selected because it has an excellent source of unpolluted water for laboratory studies and has an ample supply of test organisms, especially mosquitoes and blackflies. The work here is funded in part by national and international agencies, including the World Health Organization.

The field station at West Valley is conducting studies tracing potential radionuclide migration pathways from the low level radioactive waste burial site into the environment. This work is funded largely by the Environmental Protection Agency and the Nuclear Regulatory Commission. This work is being expanded to include studies of potential migration pathways of radionuclides from high level radioactive wastes from this storage facility.

State Archives

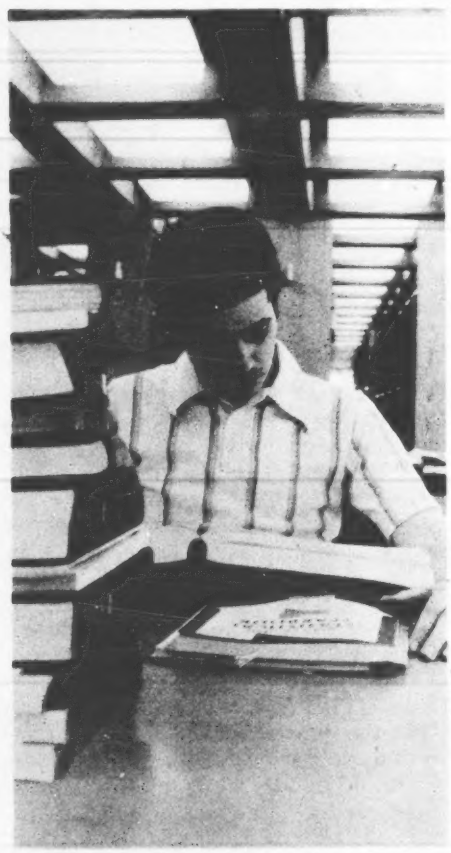
The State Archives carries out important preservation and supervisory functions relating to New York's public records. During the year, much staff time and energy were devoted to planning for the move to permanent quarters in the Cultural Education Center. Approximately 10,000 cubic feet of historical government records on deposit with the State Library were prepared, packed, and moved to the Center in the spring. Additional records were added directly from several State agencies and plans were made to bring in archival materials from temporary storage in the State Records Center.

The Archives initiated several services including making records available to researchers, answering telephone and mail inquiries, and searching the State census records for legal proof of age. Plans were made for developing microfilming and paper conservation facilities. Several series were processed, finding aids were created or improved, and a summary guide to holdings was drafted. Staff also continued their contracts with various State agencies to identify records of archival value.

Library Services

For an institution that has just celebrated its 160th year, the New York State Library looks surprisingly young. It has begun its 17th decade of service from a new environment within the dramatically modern Cultural Education Center, and the State Library looks forward to a future that is as promising as its past is rich.

Moving two million books and journals and another two and a half million maps, manuscripts, newspapers, microforms and other materials to the new building was the nation's largest library move in 1978. The Library continued to grow and serve as books were packed and transported: 171,000 items were acquired; 15,498 items were cataloged; 73,000 New York State documents were distributed; 89,000 issues of 18,000 different periodicals were processed; and 12,500 reference questions were answered.



The State Library is the first major research library to move without its card catalog. Taking the place of the three million 3 x 5 cards and 2,000 drawer catalog, started in 1911, is an electronic and microform collection management system that enables Library staff and users to locate book information almost instantly. By tapping seven keys on a computer keyboard, catalog card information is displayed visually on a screen similar to that of a television set.

Electronics improve and speed reference service in other ways, too. The State Library's data base unit provides computerized literature searches from 26 data bases, indexing 58,000 journals and one million other publications. Both government users and other libraries take advantage of this service, requesting last year nearly 4,000 searches on subjects ranging from multibank companies to gas chromatography methods.

The New York State Library is a leader in serving blind and handicapped people who need special materials and services. Over 19,000 blind and visually handicapped people use the Library for talking books, braille and cassette material.

The Library acquired a Kurzweil Reading machine during 1977–78. This machine scans printed text and reproduces it vocally. The Kurzweil reader gives blind people access to the several million books and journals available at the State Library—not just the three percent of published books available in braille and recorded forms.

In addition to serving government and special constituencies, the New York State Library is charged with serving the people of New York. Both the Library and the two Library Development Bureaus serve all New Yorkers as they work with over 1,000 libraries and 31 library systems throughout the State to improve capabilities at the local level.

In 1978, the State provided $30 million in aid for libraries, including $26 million for systems which serve local libraries on the basis of population and area, and $1.9 million under the local sponsor incentive aid program.

The State Library also administers the Federal Library Services and Construction Act program in New York State. This provides $4.2 million for services and interlibrary cooperation. In addition, 33 grants to library systems and institutions provided $3.6 million for information and referral services, outreach programs, services to persons whose language is other than English, and books-by-mail.

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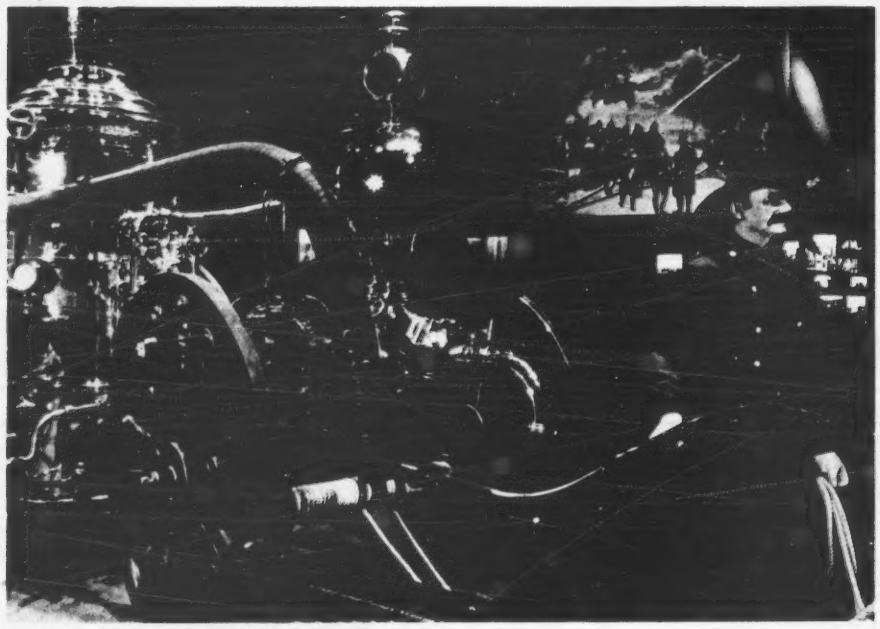
CULTURAL EDUCATION

Museum Services

This year the State Museum added many exciting exhibits about the rich variety of New York's heritage. Some additions are new permanent exhibits, while others, designed for temporary viewing, were open to the public for a few months. Following are highlights of some of these new exhibits attracting ever-increasing numbers of visitors.

Sources, a temporary exhibit, showed how libraries meet the changing needs for information. Its popular features ranged from a page from the Gutenberg Bible, preserved under glass, to visitor-participation displays of computers—some already used in libraries, others designed for libraries of the future. Visitors also were offered a rare opportunity to see the original manuscripts of two of the most famous documents in American history: Washington's Farewell Address and Lincoln's Emancipation Proclamation.



Fool's Gold Pays Off, another temporary exhibit, displayed radiographs of fossils. These radiographs—photographs made by X-rays—showed the shape and size of fragile plants and animals buried millions of years ago. The delicate parts of these fossils revealed in the radiographs provide scientists with valuable new clues to the past.

New York the State of Art, also a temporary exhibit, celebrated the achievement of New York artists and craftsmen, who—inspired by their environment—have produced some of the world's most stirring and original works. This commanding exhibit focused on three major schools of art: (1) New York's vigorous folk art tradition; (2) the Hudson River School, nineteenth century; and (3) the New York School, twentieth century. Over 400 works from these three schools were hung in 60,000 feet of space.

New additions to the permanent exhibits include **The Fire Fighting Exhibit and Resource Center, Agricultural New York and Two Hundred Years of New York History.**

The Fire Fighting Exhibit and Resource Center traces the growth of community fire fighting in New York State from the bucket brigades of New Amsterdam to modern rural and urban fire departments. In addition, innovative exhibits explain the latest methods of fire prevention and suppression.

Realistic scenes and fast-paced films about fire fighting augment the dramatic effect of many old and rare artifacts from the perilous world of the fireman. Colorful parade uniforms of nineteenth-century firemen, a Mason handtub purchased in 1791 and a glittering parade carriage decorated with gold leaf are just a few of the spectacular objects to be seen.

Agricultural New York reviews 300 years of farming in New York State. While it is generally known that New York is an important farming State, Museum visitors seem surprised to learn that the State was once the nation's breadbasket and later the primary dairy State. Abounding in farm machinery, tools, posters, paintings and engravings, this exhibit recalls the heyday of New York's agricultural production.

Mass Communications

The Bureau of Mass Communications has finished the ninth program in a television series entitled *Emerging Playwrights*. This series explores the area of contemporary theatre in America by introducing the young playwrights who create this theatre. The series will be aired throughout New York State and the country.

A coproduction with the Bureau of Migrant Education and the State of Florida was completed during 1977–78 on the subject of nutrition. The objective of this series was to give migrant children and their parents an educational and entertaining look at the rudiments of good nutrition.

The bureau also has finished a coproduction with the Division of Vocational Education—a film entitled *The Jobs Are There*. The objective of this film is to show students and their parents that there is a viable alternative to the high cost of college and the high unemployment rate, and that students, by taking the proper combination of precollege and vocational courses can find jobs at the completion of their secondary education. This program will be aired throughout New York State, with local follow-up in each city.

In coproduction with 48 states and Canadian agencies, the bureau also completed an economic series for children in the 9–13-year-old age group. The objective of the series, called *Trade-Offs*, is to expand and improve economic instruction in American schools. It is designed to help students think their way through economic problems and increase their understanding of economics.

The major accomplishment of the bureau was completion of *Vegetable Soup II*. This popular and highly successful multiethnic children's television series is in its second season of production. The series, first aired in the fall of 1975, is designed to counter the negative effects of racial prejudice. It was funded by a $2.3 million grant from the Department of Health, Education and Welfare.

Meeting Changing Needs

The changing needs of the State's vocationally handicapped people require constant adaptation of the vocational rehabilitation program to meet new challenges. The past year saw the development of new services, program restructuring, and the inception of a recipient/provider advisory council to help guide the program.

Currently, 70 percent of the vocational rehabilitation program's more than 100,000 clients are classified as severely handicapped. Many of these are mentally handicapped individuals served in the State's deinstitutionalization program. The severely handicapped often face difficult adjustment, housing, and transportation problems which must be overcome before training and jobs and productive living can become realities. Toward meeting such special needs, a number of projects and programs are being conducted throughout the State. In Buffalo, a pilot computer-assisted telecommunications project is helping clients in a rehabilitation facility, and some who are homebound, to pursue special training which might otherwise not be feasible. This mode of service delivery, once developed and widely applied, promises not only to augment the range and quality of services available, but also to reach additional clients.

Another project is to demonstrate, in one local office, the effectiveness of para-professional rehabilitation workers in meeting important casework needs.

Two different offices are pursuing pilot programs. Such projects provide the program with valuable experience and information upon which to base policy and program changes for more successful outcomes.

The first phase of OVR's comprehensive reorganization was completed this year with the restructuring of the central administration office and three local offices—in Albany, Syracuse, and Buffalo. The top policy position is now on a deputy commissioner level, recognizing that vocational rehabilitation is one of the major functions of the Department. Central administrative functions of OVR will be grouped as policy evaluation and development, provider relations, operations, and management services. The new local office structure will embody program management, counseling services, placement services, and program development. The new organizational structure stresses management and accountability.

The Commissioner's Advisory Council on Vocational Rehabilitation has been established to provide recipients, providers, and others with a direct means of advising the State Education Department on the development of policy and the implementation of the program. The 32-member council includes handicapped persons, representatives of professional rehabilitation, medical and related organizations, rehabilitation facility heads, vocational school operators, and advocates for the handicapped.

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VOCATIONAL REHABILITATION